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ABSTRACT

This report describes the findings and recommendations of the Community Service Fellowship (CSF) Planning Project conducted by the American Association of Community and Junior Colleges under a grant from ACTION, the federal agency charged with promoting volunteer service. The proposed CSF program is a means of providing young people with opportunities to serve their communities while accruing educational benefits for later use in post-secondary education. Modeled after the GI Bill, the program would provide: opportunities for young people to test themselves in real-world experiences, manpower for community service work, a work-related student aid strategy for state and federal governments, and a means to better coordination between education and employment for youth and for society at large. The report recommends that the locus of program implementation be at the state level, that incentive grants be made to states by ACTION, that a test of the CSF program be undertaken in a selected state, and that ACTION seek to resolve the legal complications of combining CSF programs with Comprehensive Employment Training Act funds. Three alternative CSF models are presented and the components of each model are discussed in detail. (Author/DC)

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THE COMMUNITY SERVICE FELLOWSHIP

PLANNING PROJECT

Final Report

April 1975

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AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES

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Foreword

It is remarkable what people can invent when pressed by the necessity for squarely facing hard problems, to give themselves and others a new grip on solutions, a new reality which embodies a hope based upon creative endeavors and strength. Nowhere in the world is this more true than in America.

It is also remarkable how pieces of answers, present but unnoticed for some reason, can suddenly juxtapose themselves into an identifiable picture which means something to us, when the pressure for such discovery is keen enough.

Today, in our various (seemingly unrelated) worlds of community service, education, and employment, this is happening. There are some hard problems. Among them are student uneasiness with the formal educational patterns so long accepted, the high unemployment which exists, particularly for young people, the need for education to be once again, as it has been in the past, on the cutting edge of change and growth, the burden of community service/human needs which are increasing at a staggering rate, and a growing restlessness on the part of those who see the developing awareness of our young Americans and want to give them opportunities to be part of solutions, including solutions to crushing community problems which weigh heavily on all of us. We are being prodded into creating opportunities whereby our young people will have the means to involve themselves meaningfully in their citizen responsibility by freeing them from the academic lock-step which has been so reinforced by the educational community, and giving them legitimate new channels in which they can obtain work/learning experiences, combining this with community service.

The Community Service Fellowship concept is such an approach. The American Association of Community and Junior Colleges, under a planning grant from ACTION, has been puzzling through some possible ways in which the concept of entering into full-time community service for a period from six to twenty-four months with a possible maintenance benefit and a delayed educational benefit reward can provide a valid work-learning-service experience.

We are very grateful for the considerable assistance given us by the members of the advisory committee who dedicated many long hours to deliberation and contribution of thought and viewpoint and those others who were willing to try to help us.

We believe that the following report gives some realistic handles for what is certainly both a contemporary problem and a contemporary challenge.

Edmund J. Gleazer, Jr.
President
American Association of Community and Junior Colleges

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While there were many persons throughout the period of the Community Service Fellowship planning project who were responsible for invaluable input into the discussions, design, and adaptations of the Community Service Fellowship models, there are a few who deserve special mention because of the unusual generosity of their gift of time and attention which they devoted to this project.

Jerry Brady, formerly on the ACTION staff as deputy assistant director for policy development, spent long hours reacting with the staff, sparking new thinking, and providing insight into the early beginnings of the program, its early development, and the intent of planners and legislators.

Dr. Israel (Ike) Tribble, Carnegie Council on Policy Studies in Higher Education, assisted with difficult and complex decisions which were demanded to keep order and continuity in the myriad variables which were possible and which continued to develop during the project planning.

Dr. Calvin Dellefield, executive director of the National Advisory Council on Vocational Education, not only offered the support of the Council office but also the benefit of his many years of experience in a number of the fields we were probing as the models were constructed.

Martin Corry, presently on the staff of the American Association for Higher Education, and formerly on the staff of the Newman Task Force, contributed a wealth of experience and insight to the work of the project.

To all of these persons, the staff wishes to express their special thanks and deep appreciation, together with the recognition that these services were indeed above and beyond.

Robert L. McKee
Michael J. Gaffney

The Report in Brief

This report describes the findings and recommendations of the Community Service Fellowship Planning Project conducted by the American Association of Community and Junior Colleges under a grant from ACTION, the federal volunteer agency. The proposed Community Service Fellowship Program is a means of providing young people with opportunities to serve their communities, while accruing education benefits for later use in post-secondary education study.

Modeled after the G.I. Bill, the program is seen as providing young people with opportunities to test themselves in real-world experiences; states and communities with needed manpower for community service work, otherwise left undone; a work-related student aid strategy both for state and federal governments; and, a means to better coordination between education and employment for youth and the society at large.

Advocated by both Newman and Carnegie panels on higher education, proposed in legislation by Congressman William Steiger and Senator Jacob Javits, and developed through a planning grant from ACTION to AACJC, the Community Service Fellowship Program has progressed along an orderly timetable, and is now ready for further development and implementation. Therefore, we recommend that:

—the locus of implementation be at the state level;
—incentive grants be made to states by ACTION;
—a test of the CSF program be undertaken in a selected state.

We further recommend that ACTION seek to provide job development assistance for youth under the CETA program, and that it seek to resolve the extent to which CETA can be harnessed with community service programs of a broader nature. More detailed discussion and recommendations are contained in the following report.

Introduction

In June, 1974, the American Association of Community and Junior Colleges (AACJC), as the representative of a much larger consortium of national education associations, was awarded a planning grant of $46,000 from ACTION to design a set of models for a Community Service Fellowship Program (CSF). The grantee was to answer practical questions. Who should be the beneficiaries? What should be the cost? Where and by whom should demonstrations be conducted—in short, to build models to test an idea. This has been done, and the report makes precise recommendations to ACTION.

The planning grant proposal stated that the Community Service Fellowship Program might have the following objectives:

1. To identify, consider, and develop several alternative community service fellowship models.
2. To develop an analysis of strengths and weaknesses of models, to recommend to ACTION the best models for testing, and to recommend possible test sites.
3. To provide a structure to subcontract for the development and refining of specific models to appropriate groups.
4. To explore the likelihood of other government agencies and/or foundations providing additional support for the community service fellowship idea.
5. To develop several alternative management systems to administer the fellowship programs should it become a national program.
6. To establish an advisory group representing education, educational associations, community groups, legislators, and students to guide the design of the models.
7. To provide information to organizations and states, and work closely with the several groups which are exploring related programs of their own.

It was anticipated at that time that these models would be tested later at designated sites around the nation. The planning grant was from ACTION's experimental program funds, and the expectation was that ACTION would receive an additional $710,000 from Congress the following year to test these models. However, midway through the grant period it became clear that ACTION might fund only a one-year demonstration. As the grant period drew to a close, it became clear that ACTION would not be in a position to fund even a one-year demonstration. Thus, we present this final report and recommendations with the firm conviction that while the ACTION CSF demonstration will not take place this year, the concept is still viable and deserves careful consideration.

Since the CSF planning project began, there have also been changes within the nation which have had implications for the design of the models. Originally these models had been viewed as possible federal models. They were subsequently redesigned to be state models. There were changes within the educational system as well, as students opted to step out of the system on their own initiative. Still another complicating factor was the change in the U.S. economic condition with the attendant employment problem.

It is ironic that within the short planning period that such dramatic changes occurred. At the same time, however, these changes highlighted and enhanced other facets of the program.

The document which follows is the staff report of the historical background, recommendations, and development of the CSF models. The report does not necessarily represent the view of either AACJC, the educational consortium, or the ACTION agency.

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SECTION I: Overview and Recommendations

Purpose

The Community Service Fellowship Program is a means of providing individuals with an opportunity to work in community service while earning educational benefits which they can apply to their future education. The program seeks to:

—ease the transition from the world of education to the world of work;
—provide community services, presently left undone for lack of needed manpower or funds;
—assist students to pay for higher educational costs through a work-related student aid program;
—augment the educational process through experiential education.

The program seeks to provide education benefits—modeled after those in the "G.I. Bill"—to those individuals who participate in community service. In addition to some form of monetary support while in service, participants would accrue educational benefits on a month-for-month basis. Upon later entrance (or return) to postsecondary education they would be able to draw on these benefits. Thus, the Community Service Fellowship contains the seeds of solutions to several problems that have plagued educators and students).

A Wasteful System

Three years ago the phrase "breaking the lock-step" in education enjoyed a currency not present today. More and more students have been willing to forego entrance into college after high school and steady progress thereafter (even more have found breaking step to be an economic necessity).

Yet, the present system for educating and employing young people remains wasteful and socially destructive. The facts are all too clear:

. . . Approximately 10 percent of those entering 11th grade do not graduate from the 12th;
. . . In *Less Time, More Options* (1971) the Carnegie Commission reported a 62 percent attrition rate in higher education;
. . . Youth unemployment now exceeds 20 percent, black youth unemployment exceeds 40 percent, and both figures are rising;
. . . Crime and alcoholism among youth, already high, is still rising and can be closely correlated to unemployment and lack of socially useful roles;
. . . When it comes to usful, productive jobs young males particularly are virtually unemployable until they reach 21 and frequently thereafter.

Schools, originally responsible for the cognitive development of young people, have become—by default—responsible for emotional and affective development as well.

While many students understand the need to come to grips with a career, they are uncertain as to which direction to proceed, and what to expect in the employment sector. Most have had little if any exposure to the problems and opportunities of real work.

As for manpower, there has never been a coherent national policy regarding youth employment. The Neighborhood Youth Corps comes as close as any—providing employment at any one time for three-quarters of a million youth. But with significant exceptions, NYC is a program for short-term employment aimed at keeping kids in school and off the streets in the summer and not a genuine training or job-producing activity.

More to the point, youth employment is approached, if at all, as an aspect of adult employment. While experts talk of a dual employment market or a multiple market which must have different approaches for different industries and employable groups, state and federal employment policies seldom make the distinction. Even today, with billions available in the Comprehensive Employment and Training Act, youth are not receiving their proportionate share of jobs.

There would seem to be a great number of young people who could and would identify with the volunteer sector if the right combination of aid and

encouragement could be given to them. At the same time, this very opportunity for volunteer service might be the means of restoring them to the educational process after they had identified some appealing career goals, so that they might direct their learning experiences in a way that would be important to career choices they could make from a base of experience and exploration of the world of work.

The *lack of a coherent policy toward youth*—which includes lack of employment, lack of relevant education, and above all a lack of social usefulness—is costing this country dearly. We believe that the core idea behind the community service fellowship remains valid—that community service work opportunities should be increased, that this service should be followed by education, and the means of implementing that idea through modest payments during service and a fellowship to support education thereafter. The question is how to relate this good theory to the practical needs of the times. How can CSF be made compatible with the immediate problem of unemployment and the long-term need, increasingly recognized, to relate the worlds of work and education to each other? One answer lies in capitalizing on the autonomous authority of states.

Capitalizing on the Autonomous Authority of States

The role of the states in our federal system is increasing and states are the principal funding source for education in this country. And, while states are in financial difficulty, a state-focused strategy has become more and more important as our thinking evolved over the planning period. Perhaps we were compelled by necessity. With ACTION's initial contribution becoming limited to one year, other resources had to be found. Finding a state or states ready to take over in one year seemed indeed a necessity. In the smaller forum of a state one governor or even one legislator could initiate a CSF-type program. Eventually, a successful program could spread to other states.

From the point-of-view of cost, the argument would be that CSF offers low-cost community service (e.g. $3,000-$4,000 compared to $8,999 in CETA) and a method of funding scholarships ($1100-1200 per year or less) which in the aggregate are cost-effective. Moreover, if college credit could be given for this service experience, the time in education and thus its cost could be decreased.

The grantee has, therefore, conducted extensive discussions with state agencies, particularly in Maryland, Delaware, Wisconsin, and California. We have considered not only Comprehensive Employment And Training Act (CETA) funding but also ACTION's Program for Local Service (PLS) funding on which to "overlay" the fellowship feature.

The most promising location for a major demonstration of the CSF program was California. For at least three reasons California presented ACTION with an opportunity to create a CSF program: first, serious exploration of the idea by the California State Legislature; second, the presence and leadership of the Carnegie Council on Policy Studies in Higher Education; and third, the administration of a new governor in a large state with a record of social experimentation and change.

The California Assembly Bill No. 3973, addressing the issue of educational needs of college and university students stated that ". . . many college and university students drop out or attend reluctantly because they see the traditional college experience as not fulfilling and not appropriate to their individual learning needs. These individuals suffer a substantial personal loss and impose unnecessary costs upon the state."

The California bill suggested that a study be conducted to:

1. Recommend appropriate forms of community service through which an individual could qualify to participate in the program;
2. Develop specific criteria for eligibility of participants and community service agencies;
3. Provide estimates of state funding requirements;
4. Explore possible methods by which the manpower needs of community service agencies could best be met; and
5. Recommend alternative methods of administering the program.

The California Postsecondary Education Commission in cooperation with the State Scholarship and Loan Commission were charged with the overall responsibility for determining the most appropriate means of implementing and administering a California CSF program.

Because these favorable influences existed, and with the concurrence of ACTION, the grantee conducted a number of discussions with potential consortia of sponsors. We find there exist in California at least four potential sponsors which could submit a proposal to run a CSF demonstration, that

more can no doubt be found; and that only time and any legal requirements of fair solicitation limit the process of finding a suitable grantee.

Based upon our exploratory work with states, we make the following recommendations:

Recommendations on State Approaches

1. State Grant to Study and Encourage CSF

As stated earlier, we believe states are the logical promoters of CSF. California is interested. The Carnegie Council is completing its own independent study of the CSF concept. This project has covered much of the ground that would have to be covered by a state. Thus, if other states wished to pick up on the idea, much of the work would have been completed.

Accordingly, we recommend that ACTION consider giving small incentive grants to states to study their own CSF-type program, using any combination of funds they might have available, e.g., CETA, state scholarship funds, general revenue. The advisory board found considerable merit to this idea. At least one state, Wisconsin, is actively interested. ACTION might wish to consider relating such a grant to one of Wisconsin's state volunteer programs.

2. State Grant to Operate a Small CSF Project

While the Congress has ruled out a large effort, a minimal program to demonstrate the idea might be possible. For example, although California cannot now receive a large grant from ACTION, a small demonstration, say of 30 participants at a cost of $150,000 (including evaluation) would provide some basis for the state legislature to make its decision on CSF.

3. State Grant to Add a Service-Learning Component to ACTION State Program

ACTION already has outstanding grants to a large number of states—grants which are broad in nature and intended to promote volunteer contributions to meeting state needs. Is ACTION interested in using its CSF funds to add onto a few of these state grants a component related specifically to service-learning? How precisely these grants would be for the purpose of promoting CSF, as contrasted with promoting NSVP type activities, utilization of work-study in the community, CETA funds for youth, etc., would be up to ACTION, but the possibility exists, and if a survey of ACTION's grantees revealed any who were interested in CSF, in those states the grant could be targeted for that purpose.

4. State Encouragement of Part-time Service Plus Educational Benefits

Instead of rewarding eligible persons for working full-time while out of school, could educational benefits be accumulated for part-time service during school? For example, could students working part-time in approved volunteer jobs during high school be given a month's educational benefits for the equivalent of a month's work? Could college students earn part of next year's expenses through part-time work this year?

Consider this possibility fixing primarily on the high school level. Students would be gaining work experience; they would be serving the community; they would be earning money for their education. These are the primary goals of CSF. Is this a better, less expensive model of the CSF concept?

A number of objections can be raised: 1) only 16-18 year olds would normally be involved; 2) the link with education would not be cleanly broken; 3) jobs would carry less responsibility in all likelihood; 4) it would be difficult to pick and choose who would be eligible; 5) this system may not compete favorably with loans, BOG's and work-study as a means of financing college.

Still, the idea achieves many of the objectives at considerably less cost. It should be easy to administer within the school system of a state. It fits in well with Youth Challenge and NSVP. It would be a clear reward for volunteer service and influence changes in the curriculum.

We recommend that ACTION consider this idea and a possible test in a single state. The project staff and advisory board discussed focusing this idea on a single category of high school students: those involved with vocational education. Vocational education is increasing in importance and will receive additional funding this year. Increases in vocational education are likely to be part of President Ford's school-to-work program.

We discussed particularly the resource of the 2.5 million students in the occupational youth clubs of America. These students have traditional areas of interest, in agriculture, homemaking, business, and industry—but little history of volunteer work *or social service seen as an occupation and part of vocational education*. ACTION has an opportunity to change this by assisting state agencies responsible for occupational youth clubs and vocational education.

But these are not the only opportunities for ACTION. We believe that ACTION should make a major effort to relate the CSF idea to CETA funding.

Other Opportunities for ACTION: CSF and CETA

ACTION, the federal agency charged with responsibility for promoting volunteer service, has long been concerned with the various ways in which such volunteer service could be encouraged throughout America. American communities need many public services which cannot be paid for simply because there will never be enough money available to completely cover these massive service needs. Americans also need to become engaged in their own communities, feeling a corporate responsibility for the welfare and upgrading of those communities through the help of local volunteers. Therefore, a real need exists to find ways to link those separate factors together in programs productive of common benefits.

To begin with, ACTION could be an important vehicle for change in this country and has already demonstrated its usefulness. ACTION has some proud accomplishments. It was the first federal agency to respond to the movement toward experiential education. With University Year for ACTION and the National Student Volunteer Program, ACTION provided the means for 50 schools to adopt intensive service-learning programs and hundreds of others to receive assistance in designing and operating part-time programs. The same can be said about Youth Challenge and a similar movement in the high schools.

However, now it would appear that we are plunging down the expensive road of public service employment which will serve youth only incidentally instead of choosing volunteer service which would cost less, serve youth better, and quite probably provide better community service.

Relating CSF to CETA has been a continuing concern for this grantee. We believe such a relationship should be demonstrated to determine if such a link-up can be effective. A year of public service employment could be followed by a year or more of education. However, we have repeatedly met with legal complications which appear to the outsider to be greatly limiting ACTION's potential influence. Combining "volunteer" funds with CETA to support the community service period would create a "manpower" not a "volunteer" program and therefore, would be illegal. Allowing ACTION to support only the fellowship portion would put ACTION in the scholarship business without a volunteer component and again would be illegal. These distinctions appear to freeze ACTION into just the kind of compartments which education and labor have built for themselves over the years. While perhaps these decisions are legally sound, the agency is denied the creativity the country needs.

The United States is embarking on the largest public employment program since the 1930s and this could provide opportunities for the CSF concept. Forget for a moment the distinction between volunteerism and work and consider that states can fund tens of thousands of positions for young persons earning the minimum wages. *What is needed to change this into a CSF approach is good programming of jobs into "community service" and educational benefits.*

We recommend that ACTION seek to resolve the questions of combining "volunteer" funds with CETA and other such funds and whether ACTION can indeed get into the "scholarship business" as would be the case if ACTION paid only educational benefits and not maintenance as well. Further, we recommend that ACTION consider how it can take advantage of the multi-billion dollar public service employment programs to encourage ideas such as CSF. Some specific recommendations follow:

1. We urge the agency to pay particular attention to the proposed "G.I. Bill for the Unemployed" developed for federal legislation by the American Association of State Colleges and Universities (AASCU). While the differences with CSF are significant because the proposed program is not necessarily linked to community service, and is for relatively higher wages, not volunteer subsistence, we suggest that a spokesman for the agency testify on the bill, explain CSF, and suggest that ACTION's one-year demonstration be seen as a test of the broad idea behind this legislation. ACTION could go so far as to suggest that some of the funds for initial projects be targeted on youth and run as volunteer programs by ACTION grantees through CETA prime sponsors. This could be done relatively easily because the same committees that consider CETA have responsibility for ACTION legislation. As an alternative, ACTION could suggest that the Congress consider CSF as an experiment and that after the demonstration has shown results the Congress consider permanent legislation.

2. We recommend that ACTION attempt to resolve its legal questions in such a manner as to permit a grantee of a CSF demonstration grant to utilize CETA funds.

3. We recommend that ACTION consider how it or its grantees might legally utilize regular CETA funds to run "volunteer" programs. CETA prime sponsors have a difficult time creating good, useful jobs. Positions outside of government are still rare. ACTION's programing system could help create jobs for older and younger unemployed persons if some understanding could be reached about what constitutes a volunteer job. The critical question appears to be whether paying minimum wage destroys the voluntary nature of a "job." Perhaps it does, but for VISTA's community volunteers, for example, the legal distinction is of little interest.

4. In this regard we raise the question as to whether ACTION should resurrect the idea of national service—i.e. a civilian volunteer corps for youth—and perhaps older Americans, as part of the overall manpower-unemployment strategy. We believe a voice should be heard posing an alternative to public service employment which benefits the young and the old too little.

Finally, we would conclude that ACTION should think in terms of using CSF, among other resources, to demonstrate how a G.I. Bill for Community Service should work for youth. Whether or not the AASCU legislation is adopted, ACTION should demonstrate CSF and expect to come back to Congress (and to states which have independent authority, see below) with an example of how service and education can be combined.

In addition to these policy recommendations, we have also reviewed possible component parts of a CSF model and have made the following recommendations:

Recommendations on Component Parts of a "Model"

Throughout the planning period the grantee has given extensive consideration to the development of various models of a CSF project. Models have been set out in another section of this report. Every possible model was considered. We have looked at all possible clients, stipends, fellowship amounts, and administrative agents and sponsors. The number of variations is finite—but just barely. In the end, when we come down to specific recommendations for a project in California, or any other state for that matter, we conclude that ACTION's interest is broad enough to allow for flexibility in most of the variables and that it is the interest of the sponsor and the cooperating agencies and the state involved which are paramount. Here is how we view the permissible range of the variables from ACTION's point of view:

1. *Clients or Participants.* CSF is adaptable to any number of clients. Because funds are limited we recommend that a test concentrate on ACTION's traditional clients who would most desire further education: the young. We further recommend that emphasis be placed on age with the highest unemployment, either 16 to 22 or 18 to 22. As for income, we believe the test should either offer minimum wage or less and see who responds, i.e. the demonstration should not specifically target on one income group. Rather, geography and the financial incentive should be allowed to determine the clients. The same would be true with regard to race and sex variables.

2. *Level of Stipend.* We believe that ACTION should try to get a financial contribution to the test from state funds and allow the conditions of this funding to dictate the level of stipend, within certain boundaries. This probably means minimum wage since state funds will so require. While higher than normal VISTA and UYA subsistence nationwide, minimum wage approximates the VISTA stipend in California when all factors are taken into consideration. Alternately, ACTION might accept the figure under the California legislation: approximately $200.

This is a critical question because it might determine whether the future of CSF is tied into CETA. If the grantee under a planning grant cannot secure other funding this means the number of participants would be less but the purity of the volunteer feature, as represented by the amount of money received, would be preserved. Either alternative is acceptable; however, it is crucial that ACTION and a given state have a clear understanding as to what is involved. ACTION's best interest is in following the course the state finds most agreeable. If the state is California, hopefully there would be assistance from the Carnegie Council on Policy studies.

3. *Administrative Agency.* We have considered carefully the question of whether a CSF program should be administered by an educational institution or a community or state agency. We find both acceptable and recommend that ACTION make its decision on the basis of which has the greatest interest in success of the demonstration. Moreover, we believe that ACTION's best interest lies in utilizing a *consortium of educational institutions*. While cumbersome, if a consortium can resolve the always thorny

question of fixing responsibility in a single manager with sufficient authority, a consortium offers the advantage of broadening the test to a large number of clients and administrative parties. The ACTION solicitation should specifically require the utilization of a consortium.

4. *Geographic Location.* We recommend that the test be centered in a major population center, in the case of California, Los Angeles or the Bay Area, and further that the consortium be so constructed that institutions serving various income and ethnic groups are included. One solicitation should be made to all potential participants in a broad area rather than utilizing set ratios or breaking the total test into sub-areas.

5. *Management and Evaluation.* We recommend that management responsibility be fixed in a single individual operating with an advisory board that includes representatives of the state education and manpower authorities, the state legislature the Carnegie Council, and local community groups, as well as the educational institutions. We believe further that an independent evaluator should be engaged from the start and that no less than ten percent of the available funds be utilized for evaluation, a management information system, and follow-up reports. While this percentage exceeds the norm recommended for demonstration projects, this project is small and something like $70,000 is a minimum feasible figure.

Conclusion

The lack of coordination between schooling and employment has created a void in which young people are denied needed opportunities both for a fuller education and a better transition to the world of work. The Community Service Fellowships Program seeks to address this void.

Federally supported and locally run, it can respond to the community service needs of communities and the financial aid needs of students in postsecondary education. Through the vehicle of the ACTION grant, a framework for a Community Service Fellowship program has been developed, and potential test sites identified.

We believe that the Community Service Fellowship concept is a workable idea, deserving of demonstration and eventual implementation.

We have demonstrated that the CSF concept is flexible and can be adjusted to serve the particular needs of a location, a problem, or a clientele.

We know that there exist parties in the states interested in participating in the further development of a Community Service Fellowship Program.

Finally, we believe that the CSF Program offers opportunities for young people, the educational system, communities and states, and the federal government. We hope that ACTION and other federal agencies will continue to work with the states toward further developing this program.

SECTION II: Three Primary Models

Three Primary Models

The project considered nearly every possible variable of the CSF model. Over the course of the grant, the thinking evolved markedly. Originally discussion centered, for example, on a federally run experiment; later this shifted to the state. In the end the project chose to recommend three models: an education model, a manpower model, and an "overlay" model.

Each model is first presented schematically in order to identify the particular areas of emphasis for that model. A description of the model then follows. At the end of this section is a schematic of the general plan used by the staff in developing models.

This section should be read with two appendices, Appendix C, which discussed the history of model-building which led up to these three primary models, and Appendix D, which displays all eight models given serious consideration and the variables at work in those models. While detailed, these three sections may be of use to those who consider the CSF concept in the future.

Education Model Description

This model would involve a leadership advisory consortium of state or local education agencies and commissions and different types of educational institutions. It would involve students from high schools, postsecondary vocational schools, community colleges, and universities.

Purpose: To establish a Community Service Fellowship program that would provide an educational entitlement as a reward for community service work; that would provide the possibility of another mechanism for student aid delivery; that would provide incentives and alternatives for students breaking the lock-step of education; and that would provide community agencies/groups/projects with additional manpower to help meet community needs.

Need: Of the increasing demands being put on the postsecondary educational system, three of the most important to consumers of postsecondary education are

1. Access—whether or not they have the financial resources to attend in the first place;
2. Curriculum flexibility—the option to learn in a "real" setting as well as a classroom setting, and,
3. Employability—whether anything in their postsecondary educational training is a potential financing mechanism which encourages curriculum flexibility and gives consumers of postsecondary education more saleable skills on graduation, while targeting their energy and skills on meeting the country's human needs.

Objectives: 1. To encourage students to take a nonclassroom learning option and provide the climate to encourage educational institutions to offer more flexible learning opportunities.

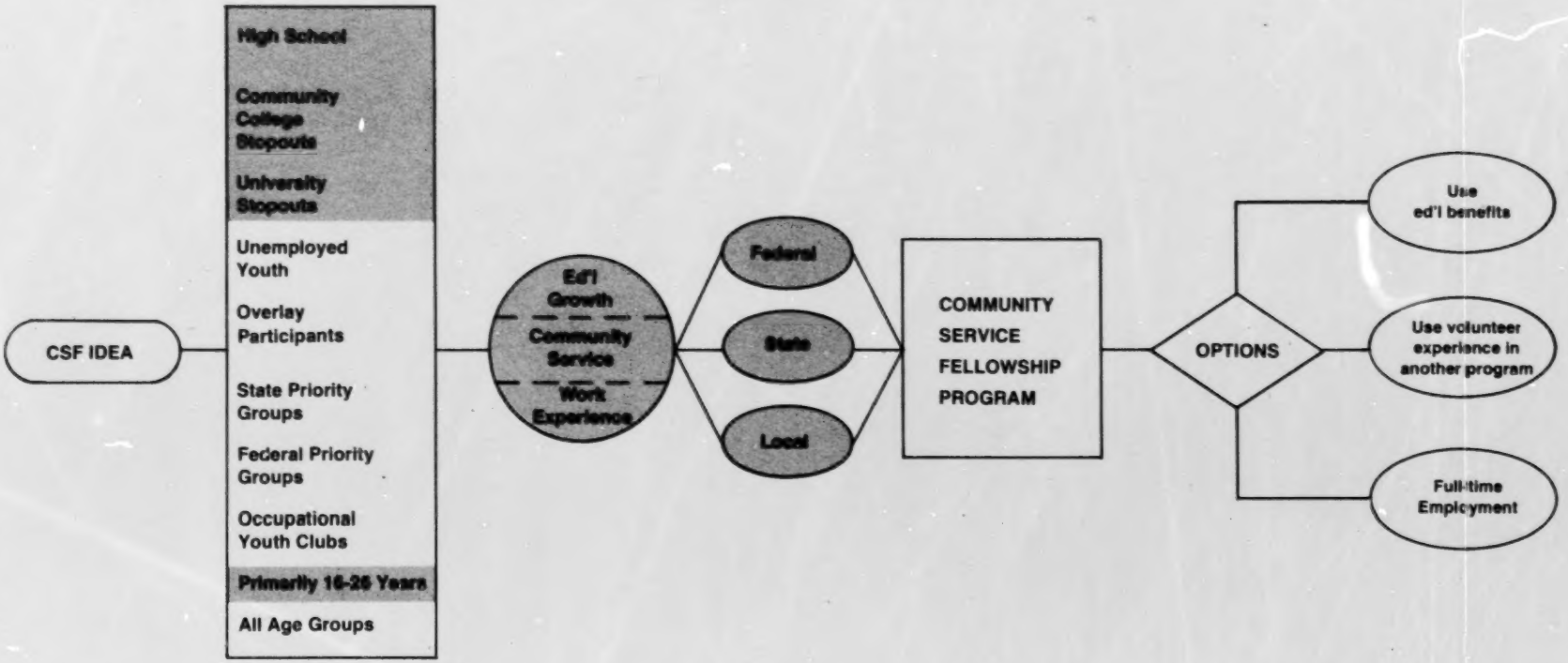
2. To engage the energies and skills of students in meeting the country's human services needs.
3. To explore the concept of rewarding community service with a postsecondary educational entitlement as one of the mechanisms for financing postsecondary education.
4. To explore the possibility of this program being a low-cost method of instruction in a time of spiralling educational costs.

Program Administration: The target group will be stopouts between high school and college. It should be noted that the average age of community college students—in California, for example—is 27 years plus. There should be also be a number of mid-career-change types as well as individuals not presently in school, who would also be eligible.

Program Plan: The service or work aspect should be supervised by the community agency/group/project, and the learning ought to be supervised by the educational community.

EDUCATION MODEL

The shaded areas indicate the parts of the basic model which apply to this particular model



CONCEPT	TARGET GROUPS	PARTICIPANT MOTIVATION	SOURCES OF FUNDING AND ADMINISTRATIVE AGENCY	PROGRAM OPERATION	PARTICIPANT CHOICE	OUTCOMES

The maintenance allowance would be pegged at the minimum wage, and the costs reduced by overlaying on another program which pays maintenance costs. The educational entitlement would be $100 to $150 per month of service but would be payable only to participants who had completed a minimum of six months of service. The entitlement would have to be used within four years of service. Probably it could be on any educational experience beyond high school.

Academic credit should be granted but the amount would need further consideration. The student should not have to pay for credits earned in this way, and that should be included as one of the benefits (translatable into dollar value) of the program.

While most community college students, for example, live at home, for those participants who required additional maintenance because they are self-supporting, another agency might add additional monies for this purpose.

Evaluation: Possibly this should be done by the National Institute for Education. Participant evaluation should be done jointly, evaluation of the work or service by the community agency/group/project and evaluation of the learning by the educational institution.

Outcomes: 1. This model would offer a test of the low-tuition costs offered in higher education by the community colleges, making it possible for those in the CSF program to purchase more education for their benefit dollars.

2. The CSF program could test to what extent youth are motivated by educational benefit reward to volunteer for community service.

3. CSF publications would be developed by the prime sponsor and distributed nationally through the National Center for Higher Education and the State Education Commissions (1202).

4. The CSF program would demonstrate that students who stop out of high school and college can benefit from the maturing process of voluntary community service and will resume their higher education, gaining more from the combination of work-service-learning experiences.

Manpower Model Description

The manpower model might be a cooperative federal-state service-learning program which would give low-income persons, unemployed persons, or underemployed persons a chance to work in community service agencies, gaining work experience and career mobility while accruing educational benefits which might be used later to upgrade competencies.

Purpose: The purpose of this model would be to meet the education needs and the job training needs of persons who are unemployed or underemployed through a program that offers service to the community and provides the individual with a job and better employment prospects as a result of skills learned on the job and training received.

Need: The need for this program can be approached from three perspectives:

1. Unemployment-education: Increasingly, as the nation looks for ways to solve its unemployment problems, it relies on on-the-job training or a return to educational institutions to provide persons with the skills necessary to make them employable.

2. School-work: The problem often confronting the typical graduate is that s/he is over-educated and undertrained. There is a need to combine education and training in such a way that graduates (liberal arts, for example) are employable.

3. Lack of Manpower: One of the greatest problems that community agencies/groups/projects face in meeting community needs through service is lack of enough staff to do the job properly.

This program can be an umbrella approach to meeting these converging needs.

Objectives: 1. To secure employment for people which is combined with training which will give them upward mobility in future employment.

2. To enable persons to get academic credit for learning accomplished through work.

3. To provide persons who have performed a needed community service with a postsecondary education entitlement.

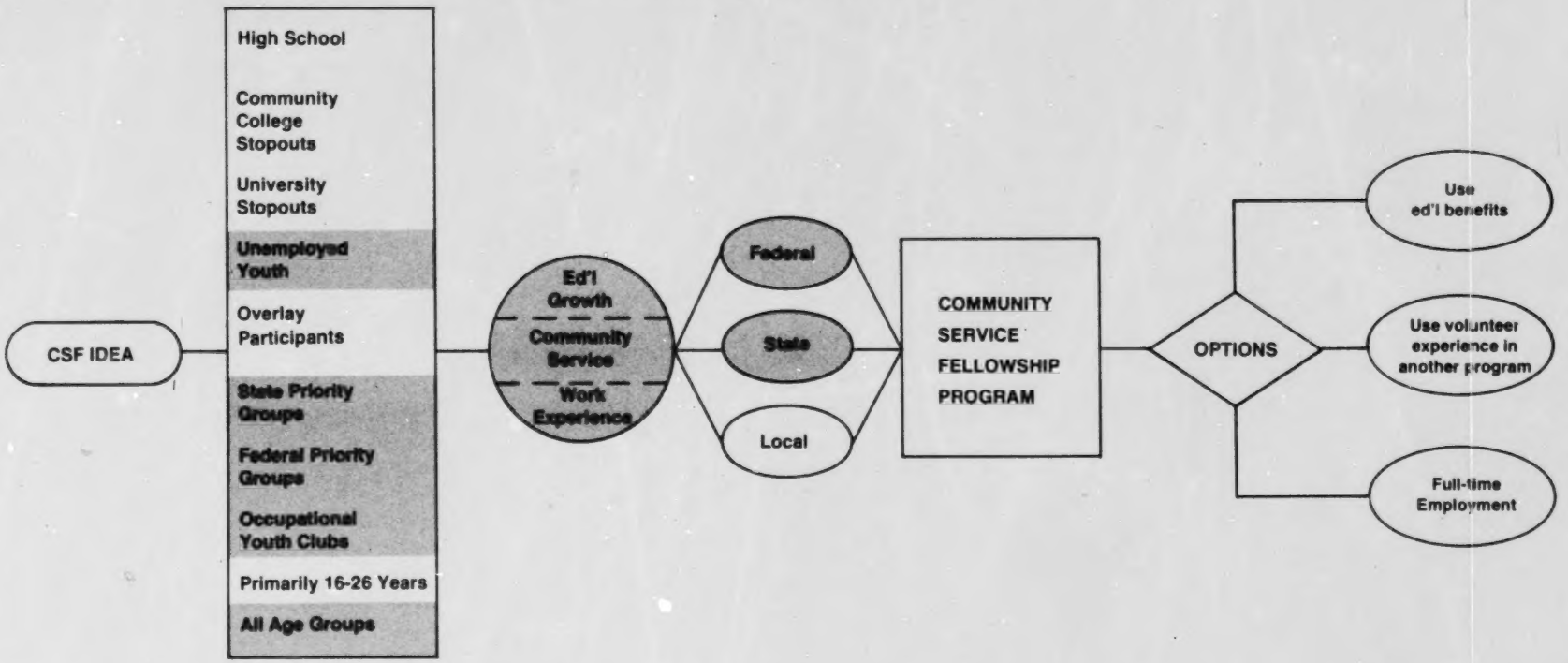
4. To economize by combining the CSF program with other programs, particularly manpower programs.

5. To provide additional manpower to meet community needs.

Program Administration: The program's prime sponsor would be determined by the state and would work in close cooperation with the educational institution, state labor department, the community affairs and economic development departments, and the health and social services departments.

MANPOWER MODEL

The shaded areas indicate the parts of the basic model which apply to this particular model



CONCEPT	TARGET GROUPS	PARTICIPANT MOTIVATION	SOURCES OF FUNDING AND ADMINISTRATIVE AGENCY	PROGRAM OPERATION	PARTICIPANT CHOICE	OUTCOMES

There would be joint funding from ACTION and a state agency: ACTION paying for the entitlement and some administrative costs and the state paying the maintenance allowance.

This model might establish a liaison between the Community Service Fellowship program and the use of CETA manpower funds or LEAA funds. CSF educational benefits would be added to CETA and/or other-funded maintenance benefits.

Employing agencies would be not-for-profit private and governmental organizations. If the state agency administering CETA were the cost-sharing body, it would identify a *field* where employment opportunities exist and make all not-for-profit agencies in that field (within a reasonable geographic area) eligible employers. Additional considerations in employer choice would be those agencies which can bear part of the costs. However, prime emphasis would be on the obligation of employer to help the individual improve skills.

The state manpower authority could use non-ACTION funds, particularly CETA and LEAA funds, to locate unemployed persons. Funds for maintenance benefits might also be available from the new Housing and Community Development Act of 1974.

The target group would be the unemployed but not necessarily the most difficult to employ.

There would be transferability between jobs and between programs. Participants would use their time in work and in training for a total of 40 hours per week.

The program should be established in such a manner that after federal funds have been provided for testing the concept the program could be funded by other sources on a continuing basis.

Maintenance Allowance and Educational Entitlement: A maintenance allowance commensurate with the minimum wage would be paid by the cooperating state agency. The educational entitlement of $150 per month of service would be paid by ACTION.

Academic Credit: The novel aspect of this program is the opportunity for educational institution sponsors to demonstrate that they would grant academic credit for learning which met the guidelines of the program for academic credit.

Program Plan: The state manpower authority would identify and locate about 60 unemployed persons, using non-ACTION funds. The participants could spend between 15 and 20 hours per week in training, part of which would be provided by the employer and part of which would be provided by an educational institution. Community service agencies would be the employers.

Evaluation: Internal and external evaluation would be conducted by those persons/agencies deemed most appropriate.

Outcomes: 1. Federal and state agencies would have the opportunity to work on mutual programs.

2. Additional benefits would be provided for manpower participants.

3. Participants would have more opportunity to get academic credit for their community service work experience.

4. The program would give opportunity to evaluate the mechanism provided for manpower participants to return to postsecondary education after community service.

5. The effect of CSF-type educational benefits on manpower program recruitment could be assessed.

6. Participants would be encouraged to put some of their maintenance dollars into their own educational programs.

7. The effect of the participants' work experience on their educational objectives could be tested.

Major Cost Factors

Cost per participant:

$100 for educational benefits
$400 for maintenance benefits
$ 50 for administration
$500

$500 × 12 months = $6600 per year per participant

Overlay Model Description

The overlay model would use an organized program such as ACTION's Program for Local Service which is targeted on low-income population, or a similar project. Lower administrative and maintenance costs would be a factor in this model since it would overlay or "piggyback" on the other program, resulting in shared costs and avoidance of administrative duplication. Additional participant incentive would be offered to the already enrolled PLS participants by means of the additional availability of an educational benefit if the participant so chose.

A search should be made for suitable programs which have been started or which are ready to begin in some states, and a choice should be made of a program which is in the final stages of negotiation so that accommodation could be made for the addition of educational benefits and other aspects of the Community Service Fellowship overlay which would be compatible with the program on which it was going to "piggyback." The overlay model could produce a fast-track test of the CSF concept.

Purpose: To test the feasibility of combining ACTION's PLS program and ACTION's CSF program in such a way that the benefits to the community and to the individual in both programs would be enhanced. These benefits would include the performance of additional services and/or cost reductions and giving participants an option of either participating in the original Program for Local Service alone or selecting CSF benefits in addition.

This overlay factor would have the same purpose if another program were selected for the basic program in place of the PLS program.

Need: There is a need for a fast-track model of the CSF concept which could be developed and tested, incorporating the CSF benefits into existing volunteer projects to determine whether this addition of extra benefits would improve the program.

Objectives: 1. To develop a CSF model which could be used in cooperation with a PLS program or other similar programs.

2. To provide expanded benefits to participants in the PLS program.

3. To work out a cooperative project between federal and state programs with similar goals.

4. To develop a model which would expand and improve benefits and, at the same time, reduce the program cost to ACTION.

5. To focus on the target group served by the PLS program.

6. To provide needed community services.

The target group would include those who are eligible for the PLS program and those who would not normally plan to go on into higher education. The CSF overlay would add an educational benefit—academic credit component to a local community-service-oriented poverty program. Arrangements for receiving academic recognition and credit for community service would be developed through the state community college system in cooperation with the educational associations on the CSF advisory committee. The prime sponsor would be determined in consultation with ACTION's PLS staff. Participants would be full-time and would receive $100 per month for educational benefits in addition to maintenance benefits from the PLS program.

Program Options: 1. Opportunity to sign up for educational benefits will be provided to participants during the recruiting process.

2. Opportunity to enroll for educational benefits will occur six months after participant enrolls in program, possibly on a reward basis.

3. Limited number of educational benefit slots will be available, and participants will be encouraged to apply for those.

4. Participants can draw educational benefits at the same monthly rate as they accrue them while they are volunteering. Any unused portion can be used for other costs of attendance.

5. Participants can draw their educational benefits at whatever rate they wish.

6. Education benefits can be transferred upon application by the participant.

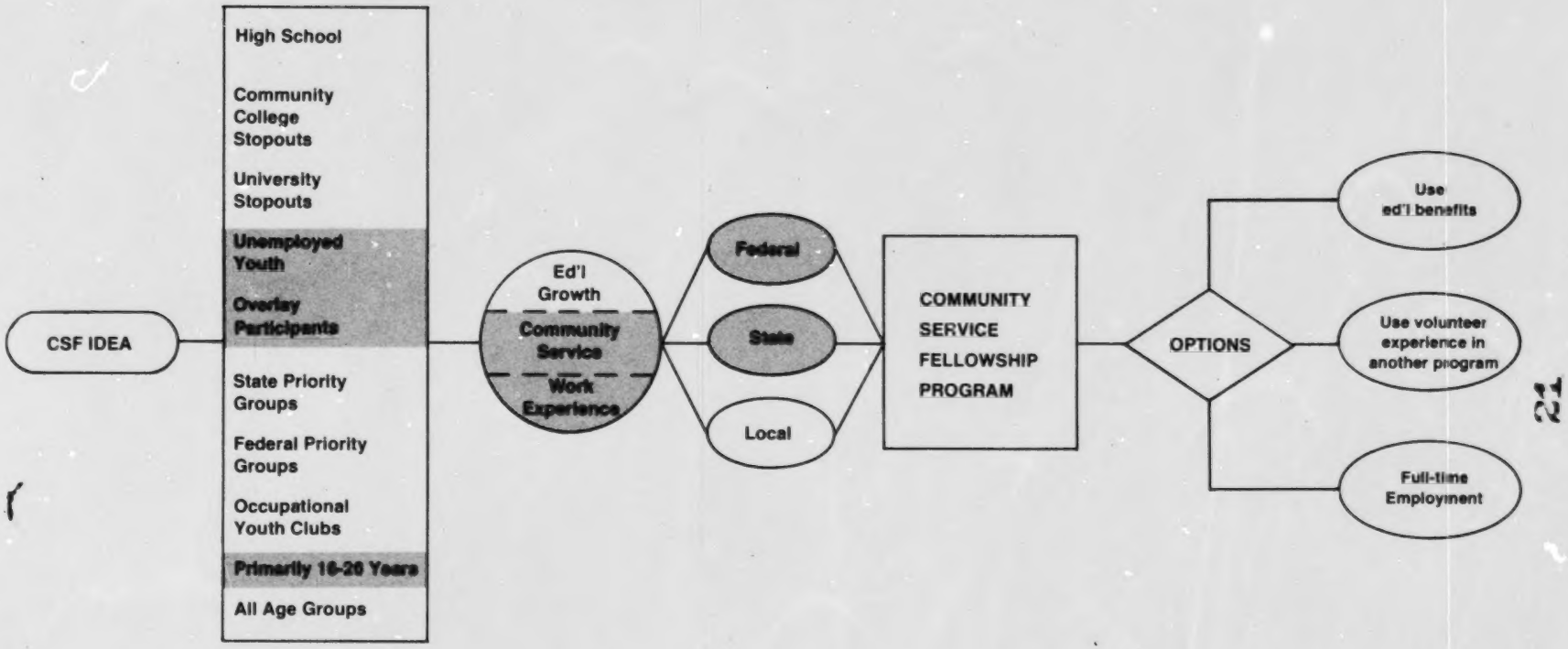
7. Educational benefits of $100 per month will be added to the regular PLS program for all participants.

Evaluation: There would be internal and external evaluation of the CSF program designed to be compatible with the evaluation procedures in the PLS program. These would be mutually agreed upon by the PLS program and ACTION. This particularly modified PLS program will be compared to a similar PLS program without the credit factor.

Program Administration: The PLS program would have the administrative responsibility. The program would be operated through one of ACTION's regional offices with some technical assistance from ACTION's Washington headquarters office. Both of these programs would be combined in one ACTION contract.

OVERLAY MODEL

The shaded areas indicate the parts of the basic model which apply to this particular model



CONCEPT	TARGET GROUPS	PARTICIPANT MOTIVATION	SOURCES OF FUNDING AND ADMINISTRATIVE AGENCY	PROGRAM OPERATION	PARTICIPANT CHOICE	OUTCOMES

Management of the educational benefits would be handled through a selected local bank. The bank would handle these accounts at no cost, as a community service, and there would be no time limit to when the participant could use his educational benefits. These benefits must be used, however, at a state or federally approved postsecondary institution. Interest accrued to the participant's educational benefit fund through the bank will be added to the participant's account.

The educational benefits monies will be forwarded to the bank administering these funds on a monthly basis as the participants earn them. However, ACTION will put in escrow sufficient monies from this fiscal year's budget to pay for the one year of educational benefits persons will earn in this program.

Program Plan: The PLS program would work with the target group already designated for their PLS proposal, and the geographic focus would remain the same. ACTION would provide some additional monies to develop the fellowship option, consisting mainly of educational benefits.

The present program objectives and administration would be unchanged except that an option would be offered to participants for earned educational benefits of $100 per month. Maintenance benefits would remain as planned. The accrued education benefits would be paid to the participant after certification from the educational institution on a monthly basis, and the participant would receive monthly checks. When the individual has his form certified by the appropriate institution each month, he will receive a check from the bank on approximately the 15th of the month.

The length of the CSF service will be the same as the PLS with a maximum of two years.

Outcomes: 1. This model would test the effectiveness of overlaying the CSF idea on an existing ACTION program and would test the effect on the recruiting for the PLS program.

2. This would provide a fast-track test of the concept.

3. The CSF might overlay a number of different kinds of federal programs.

4. This model would test the number of participants who would actually use their educational benefits and whether the educational benefits actually expanded the accessibility of postsecondary education to the participants.

5. The model would test whether volunteer experience impacted the education and career choices of participants.

6. It might be determined whether the availability of educational benefits and community service work experience changed the postsecondary educational interests of participants and introduced options which had not before been considered or expanded their sense of personal options or gave increased financial ability.

7. The effectiveness of running such a program through a state agency would be tested.

8. Out-of-school youth who had broken the educational lock-step by volunteering to work in their community would be provided the educational means to return to school and would benefit from the combination of work-school experiences.

Alternative Overlay (An Example)

In addition to the possibility of overlaying another ACTION program, the CSF program is also suitable for overlay over a different government agency program. The following brief description of such a program, as an example, follows:

The National Office for Social Responsibility (NOSR) has received a contract from the U.S. Department of Labor to develop a model training program for 200 youths, ages 16 to 18. The program will evolve a youth employment model to provide an alternative to institutionalization of delinquent youth by involving their participation in community training. The development of the model will bring together a number of youth-serving agencies and the business community to help meet specific needs of youth within the project.

The relationship between CSF and the NOSR project would be very similar to that between CSF and the PLS program. The CSF program would provide educational benefits, while NOSR would be responsible for the recruiting, job matching, and overall administration.

Alternative 1: The full NOSR program could be overlaid, using their administrative structure, their target group, and their evaluation process.

Alternative 2: The NOSR administrative structure could be used with a selection of 50 participants from their approximately 200-300 control group. This companion program would use a version of the Canadian concept where CSF would provide only educational benefits, and the participants

would write their own programs and do their own job matching and then apply for educational benefits after the plan was approved. In this version three groups would be involved—the regular participants, the control group of approximately 200 who were not in the program, and the third program group, which would be approximately 50 individuals selected out of their control group.

Alternative 3: A cooperative arrangement with one of NOSR's other community service programs which are conducted in a number of states.

Alternative 4: Expand the NCSR program and take, in addition, approximately 100 participants, operating as an add-on type of contract.

Alternative 5: Add the CSF program at the end of the NOSR six-weeks' program, making one more year of community service for those who would elect to continue in the program.

Appendices

APPENDIX A: National Advisory Committee

A National Advisory Committee for this Community Service Fellowship Program was drawn from the consortium of national education associations.

Represented besides AACJC were the National Association of State Universities and Land Grant Colleges, the National Association of Secondary School Principals, the American Association of State Colleges and Universities, the American Council on Education, and the National Association of Student Financial Administrators.

Other members of the Advisory Committee included representatives from the Carnegie Council on Policy Studies in Higher Education, the National Advisory Council on Vocational Education, the National Institute for Education, the Delaware Advisory Council on Vocational Education, the University of California at Berkeley, the U.S. Office of Education, the National Association of State Scholarship Programs, the Delaware Division of Juvenile Corrections, the National Student Educational Fund, the American Vocational Association, the National School Board Association, the Federal Interagency Committee on Education, the National Center for Public Service Internship Programs, Florida Atlantic University, and the Society for Field Experience Education.

Committee members were chosen for their familiarity with more than one facet of service-learning and on the basis of their high interest in building cooperative liaisons between the service and the learning aspects of the concept.

Advisory committee members have brought to the Community Service Fellowship planning effort a very helpful balance of interests and knowledge which has resulted in a much wider perspective of the planning objectives than might have otherwise been possible.

Members of the Advisory Committee included:

Martha Bachman
Chairman
Delaware Advisory Council on Vocational Education

Michael Hart
President
Society for Field Experience Education

Earl Cheit
Associate Director
Carnegie Council on Policy Studies in Higher Education

Calvin Dellefield
Executive Director
National Advisory Council on Vocational Education

Susan Fratkin
Director of Special Programs
National Association of State Universities and Land Grant Colleges

Dennis Gallagher
Director of Policy Development
National Manpower Institute

Harold Hodgkinson
Research Educator
Center for Higher Education and Research
University of California, Berkeley

Kenneth Hoyt
Associate Commissioner
Office of Career Education
U.S. Office of Education

Gary Hughes
National Advisory Council
ACTION

Douglas Hunt
Associate Director
National Association of Secondary School Principals

Richard Johnston
President
National Association of State Scholarships Programs

V. M. Kerensky
Director of Continuing Education
Florida Atlantic University

John Mallan
Director of Governmental Relations
American Association of State Colleges and Universities

Bernard Michael
Executive Director
Federal Interagency Committee on Education

Charles Saunders
Director of Governmental Relations
American Council on Education

Layton Olson
Project Director
National Student Educational Fund and National Student Lobby

Don Rathbun
Associate Director
American Vocational Association

Corrine Rieder
Assistant Director for Career Education
National Institute of Education

August Stienhillber
Assistant Executive Director for Federal Relations
National School Board Association

Richard Tombaugh
Executive Secretary
National Association of Student Financial Aid Administrators

Richard Wilson
Vice President for Programs
American Association of Community and Junior Colleges

ACTION Advisors

Harry Hogan, *Assistant Director Office of Policy and Planning*

Donald Eberly, *Director of Policy Development*
Office of Policy and Planning

Jerry Brady, *Former Director of Policy Development*
Office of Policy and Planning

Alfred Johnson,
ACTION Education Programs

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APPENDIX B: History of CSF

An early call for the Community Service Fellowship concept was issued in 1968 in Donald Eberly's seminal article, "Service Experience and Educational Growth." Eberly suggested that:

> A more comprehensive source of funds would be available if financial credit were granted for service experiences, along the lines of the GI Bill. A full year of service experience, for example, might qualify a young person for two years of further education. If such a program could be designed so as not to distort the character of the service-learning experience, it would be worthwhile considering it together with the Zacharias proposal for an Educational Opportunity Bank.

More recently, looking at a 62 percent attrition rate in higher education, the Carnegie Commission urged more options for youth with allowances for a change of pace and direction. In its 1971 *Annual Report* the Carnegie Corporation suggests ". . . the invention and financing of new low-cost forms of national service. And . . . some new ideas that no one has even thought of . . ."

The Newman Report on Higher Education (1971) called for ". . . acceptance of experience as a legitimate part of education." It asked that colleges consider ". . . ways to give credit to students who choose to engage in public and social service projects *before or during* the completing of their formal higher education."

The Second Newman Task Force in its Report on Higher Education, the Federal Role: "A G.I. Bill" for Community Service, March 1973, states:

> At the beginning of the Post War period, the United States conducted a unique experiment in higher education through the G.I. Bill. While it was notably successful in its original purpose of helping the readjustment of returning G.I.'s, it had at least five other major results beyond anyone's expectations:
>
> — The veterans have proven to be better motivated and more focused students than their less experienced counterparts.
> — The idea that education benefits are an appropriate additional compensation for service to the country has been widely accepted.
> — The validity of the "common man" attending college has been established.
> — The form of the program—direct benefits to the students—has been flexible and easy to administer.
> — The environment for learning created by returning veterans proved beneficial to other students as well.

Despite the G.I. Bill's success, no attempt has been made to expand the concept to anything beyond military service. We believe that the changes that have taken place in higher education and in society as a whole make the idea of extending the concept of the G.I. Bill more urgent than ever before.

We, therefore propose a legislative initiative for providing limited education benefits to those people who voluntarily choose to step out of formal education in order to participate in selected national, regional, and local programs of community service. The benefits, modeled after those of the G.I. Bill, would accrue during the period of service and would be used later whenever the volunteer chose to enroll at a postsecondary education institution.

The fellowship would recognize and reward community service. At the same time, it would communicate to students, parents, and faculty that youths engaged in such activities were planning their educational careers rather than drifting into them; that as volunteers they were building a stock of experience with which to make a more personal and more intense commitment to formal education at a later time. It would help begin the reversal of the negative stereotype of the "drop-out." It would take a step toward making college opportunities more valued and better used.

Based upon the Newman findings, Representative William A. Steiger, Wisconsin, introduced H.R. 4309 in February 1973, suggesting that young persons now have no real opportunity to contribute to meeting community service needs while advancing their own educational goals and maturity. They should be able to stop out for career exploration and involvement in the social needs of their own communities.

". . . I would urge the Congress to consider an innovative approach to involving our citizens in the provision of community services . . . This concept is designed to rekindle the idea of volunteer service to the community and the nation, create a new way to work one's way through college, enhance the abilities of young people to make career decisions based upon experience, develop a socially acceptable mechanism for those students who are not ready to enter—or continue—in college to break the academic lock-step, provide opportunity for participation in socially needed action, facilitate vocational redirection for those adults who wish to alter their career patterns, enable older and retired workers to impart their years of experience and understanding to community projects, and help locally-based community service agencies with an infusion of enthusiastic citizens to perform needed work in a creative manner."

In April 1973, Senator Jacob Javits, New York, introduced S.1556, a bill similar to Steiger's, titled the Community Service Educational Benefits Act.

In 1974, Congress responded to all of these indicators as well as the expressed guidance of many educators who agreed that the young people of America were indeed caught in a lock-step between kindergarten and college and that these students or those who had already dropped out of the educational system for various reasons might well be interested in performing services as learning experiences. These students might perform these services within the framework of their own cities and towns and further, could be encouraged by their local educational institutions to do so. Congress's response made it possible for ACTION to explore how learning experiences through community service might be made a part of the educational life of students.

Chronology of Events Which Affected and Aided in the Development of the CSF Idea

	Date
General educational climate was changing, thereby helping to create the need for such a program	1970-71
Carnegie Report: *Less Time, More Options*	1971
First Newman Task Force issued *Report on Higher Education* which made reference to a CSF-type program	1971
Second Newman Task Force began work	1971
Steiger Bill introduced	October 1972
Newman Policy Paper: *GI Bill for Community Service*. From *Report on Higher Education: The Federal Role*	March 1973
Javits Bill introduced	April 1973
Domestic Volunteer Service Act	October 1973
Second Newman Report, *National Policy and Higher Education*	October 1973
ACTION meets with national education associations to explore the consortium idea as a vehicle for educational support for development of the CSF idea	March/April 1974
California Assembly Bill	April 1974
CSF Planning Project begins	June 1974
First Advisory Committee meeting	July 1974
Planning Project Research/Activity	
Task Force #1	August 1974
Task Force #2	August 1974
Task Force #3	September 1974
Model Development Gathering other input, staff work	September-December 1974
Carnegie Advisory Group Meeting— State Service Fellowship Program	December 1974
CSF Advisory Committee meeting and recommendations	January 1975
Final models and recommendations to ACTION	February 1975
Submission of the Final Report to ACTION	April 1975

APPENDIX C: A Review of Model Building for CSF

—Criteria for the tests
—Models identified early
—Further development of primary models

This appendix discusses the evolution of the CSF models. It should be read in conjunction with the section entitled "Three Primary Models Recommended" above.

Development of the Primary Models

Models which might be developed should test:

1. Whether or not stopouts would be interested in opportunities for experimental learning through community service;
2. Whether or not educators at all levels would support such an approach;
3. Whether or not the reward of educational benefit would be a stronger incentive to individuals to volunteer for community service than benefits offered by other types of ACTION programs;
4. Whether or not this type of educational incentive would return to the educational system for further study a percentage similar to that affected by the G.I. Bill;
5. Whether or not a sliding scale of educational and maintenance benefits could be worked out on a manageable basis; and
6. Whether or not states could be motivated to design and implement such programs to be of assistance in local communities within the state.

One of the concerns both Congress and ACTION voiced very early in the initial discussions was that this CSF program would encourage states or other agencies to substantially fund the continuation of this concept, with models which met their own state priorities and perhaps paved the way for state legislation to make the CSF concept part of the state education/employment pattern.

The initial approach to identification of models in the original planning grant contract suggested that there might be three models: the education model, the community model, and the regional model. It next appeared that these three models might actually contain six primary models:

1. A university (higher education) model
2. A community college model
3. A community model
4. A participant model
5. An overlay model
6. A regional model

A manpower model was later added to this first grouping, replacing the regional model. In addition to these primary models, some state model might be appropriate.

In order for any model to be successfully tested it would be necessary to:

1. Foster an understanding and agreement among educators on goals;
2. Build a sense of direction and a method of expanding and reinforcing such a program for students;
3. Build a competent staff who would be able to develop similar programs; and
4. Identify and interlock resources so that programs would be fully and adequately supported.

In considering the identification of suitable work-service-learning experiences for participants, a clear distinction is necessary. A paid beginner is usually kept in his place; a volunteer is usually given as much responsibility as he is capable of assuming. Community service work cannot be developed in response to the program's question, "Can you take five students?" The whole area of job-skill matching must be carefully developed and not follow the current pattern of far too many internship programs in which students perform routine work peripheral to the "real work" of the agency or office. The quality of the experience should be a paramount point at issue.

In all of the models the discussion centered around a period of service from six to 24 months of full-time participation with educational benefits beginning to accrue from the first day of service but not available to be drawn upon until the completion of at least six months' service. However, the participant can then draw upon his educational benefits if he desires to begin to use them to gain postsecondary education of his choice. Educa-

tional benefits could not be transferred to someone else. However, if it became necessary, some of the educational benefit allowance could be drawn for living expenses.

A stopout was defined to be an individual who is presently in school and could benefit by interrupting his education or a person who has recently dropped out of school and would benefit by community service experiences and an earned educational supplement to help him re-enter the field of post-secondary education.

One of the basic differences between the CSF program and a "pure" volunteer program might be the assumption that all participants must get high quality learning experience. It is not enough to assign participants in the CSF program to clerical or custodial work or any type of "busywork" without analysis. While in a "pure" volunteer program the volunteer simply does whatever needs to be done, in the CSF program the service-learning experience must serve both educational and service purposes. The advisory group for the local CSF program, in cooperation with the local staff of the program, would determine appropriate community service opportunities within any given program.

The CSF idea might also affect instruction and guidance programs in the educational institutions, not only by introducing another dimension both to the learning and the counseling which young people would receive concerning their aspirations, educational plans, and career expectancies, but by suggesting that the academic credit received through the CSF program be tuition free. While this would be a decision of the participating postsecondary institutions receiving the participants back into the educational mainstream, the tuition costs for these credits should probably be at least less than the normal charge for such credit hours.

Evaluation tests of models should be done by the National Institute of Education. Participant evaluation should be done jointly, evaluation of the work or service by the community agency/group/project and the evaluation of the learning by the educational institution.

From the above primary development, as well as the results of the work of the task forces, the primary models began to resolve into some definite patterns.

Further Development of Primary Models

Higher Education Model

Purpose: To establish a community service fellowship program that would provide an educational entitlement as a reward for community service work.

Need: Students and potential students need increased access to a range of postsecondary educational institutions. They need the option of learning in a "real" nonclassroom setting and they need a chance during their postsecondary career to gain some work experiences that will make them more employable.

Objectives: To test a method of increasing access to postsecondary education by providing an educational entitlement to persons who have done community service work. To encourage students to take a nonclassroom learning option. To give them an opportunity to have a work/learning experience during their postsecondary education.

Program Administration: An educational institution will serve as the administrative agent and will be responsible for implementing the cooperative linkage strategy established by ACTION, Office of Education, Department of Labor, and National Institute of Education, at the federal level and the state level. The implications of revenue sharing for this program are that the federal role will evolve into one of advocacy and technical assistance as the states move into a cost-sharing agreement. The target group will be current postsecondary students, starting with incoming freshmen and gradually expanding to include upperclassmen. Nonprofit institutions will be eligible to participate in this program. The business sector could participate but would have to buy into the program.

Program Plan: Participants' service-work will be supervised by the community agency/group/project and their learning supervised by the educational institution granting credit. A maintenance allowance similar to the minimum wage should be paid to participants. (This might be done at a cost savings by overlaying another program.) An educational entitlement accrued at the rate of $150 per month of service would be paid by ACTION.

Evaluation: Program evaluation should possibly be done by National Institute of Education. Participant evaluation should be jointly undertaken, evaluation of the work-service component by the community agency receiv-

ing the work of the participants and the evaluation of the learning experiences should be the responsibility of the educational institution.

Community College Model

Purpose: To involve the community college, its students, and potential students in a service-learning approach to solving community problems.

Need: The community college needs to become more community-oriented and involved in local service programs. Community agencies need additional personnel to assist in responding to community problems. Participants need career exploration and education with more involvement in local service programs.

Objectives: To reach persons for whom the traditional patterns of education and career have been unsatisfactory, particularly early school leavers who will probably have career problems, and involve them in a service-learning program that gives them wider educational options by offering educational benefits and wider career options through skills and training acquired during their service. To provide additional staff to community agencies/ groups/projects to help them better serve community needs and to increase the flow of resource support from the college to the community as well as the flow of information about community problems which the college can help to solve.

Program Administration: The program would be administered by the community college. Policy decisions would be made in conjunction with a local advisory committee. The advisory committee and the college will survey community needs; establish priorities as appropriate; establish guidelines for selection of participants, agency placement, and new community service concepts. It is the college's responsibility to establish cooperative linkages between business, the community, and local agencies.

Program Plan: The college will do the recruitment and provide counseling, placement, evaluation, and information services. The program will normally last twelve months for each participant with a minimum of six months being required to be eligible for educational benefits. Participants will receive $150 per month as a maintenance allowance and accrue education benefits at the rate of $120 per month. There will be an administrative allowance of $30 per month per participant. A local bank or savings and loan firm will be designated to handle these funds. Awarding of academic credit for community service is encouraged but will be optional within the policies and guidelines of each individual community college.

Evaluation: Intensive internal and external evaluation will be done to determine the impact of the program on the community and/or participants.

Community Model

Purpose: To use the service needs of the community together with the resources of an educational institution to give low-income high school dropouts the education and on-the-job training to make them employable. To give them work-learning opportunity which will enable them to earn education benefits which increase their postsecondary education options and grant them academic credit for that learning achieved during their community service work.

Need: The high school dropout rate is 25 percent and expected to increase. Some preventive steps must be taken by communities which will encourage the development of work-learning experiences, training, and basic education to prepare individuals for employment.

Objectives: The major objective of this program is to make the unemployed employable through a service-learning program. Three levels of work experience and training should be developed in cooperation with an educational institution or a consortium of educational institutions. (1.) Preventing the loss of good work habits, attitudes, and morale. (2.) Improving or preserving existing skills. (3.) Developing new or improved skills. A secondary objective is to involve the participant in his own community by giving him increased understanding and the opportunity to make a meaningful contribution.

Program Administration: The project will be under the direction of a community agency or a consortium of community agencies and might work with the continuing education or service department of appropriate educational institutions. The target group will be low-income dropouts or other persons wanting skill-training in a service-learning context.

Program Plan: Participants will be provided with a service-learning job, counseling, developmental skill-training in reading, writing, and mathematics. The process will involve (1) recruitment, (2) intake-interview-orientation, (3) screening and counseling, (4) testing, and (5) placement.

Evaluation: Evaluation will measure the impact of the program on participants' job-related skills and on the involvement of the community and the business sector in the program.

Participant Model

Purpose: To enable persons working at a subsistence-level maintenance allowance in their own community to have a work-service-learning experience while helping meet community needs, earning academic credit, and accruing educational benefit money.

Need: To provide work experience to people making career choices or career changes; to provide persons with energy and commitment an opportunity to help the nation solve some of its human problems; and to provide nonclassroom learning situations for postsecondary students.

Objectives: To create a program that fulfills the needs stated above for participants while addressing as well the real needs of the community as defined by the community itself.

Program Administration: The program will have a national support structure which provides guidelines, particularly for the granting of academic credit, and also provides technical assistance. Programs will be established through an RFP process and will be administered by a consortium of educational institutions and community agencies. The policy-making body will be a community liaison committee composed of representatives of people served by community agencies/groups/projects, educational institutions, and participants. The target group would be persons of any age who are from the community in which they are working and have special skills (for example, street knowledge) that the community agencies/groups/projects could draw on in meeting the needs of the residents. Any agency/group/project which serves human needs within the community would be eligible.

Program Plan: The community liaison committee will play a major role in establishing the program within the community and selecting the areas where the program should place its participants. The program staff will develop placement, in close consultation with the advisory committee, and then recruit volunteers to fill those placements. The participants will receive counseling before, during, and after their service-learning work. Participants will receive a maintenance allowance of $300 per month and accrue educational benefits at the rate of $150 per month. They will receive academic credit, arranged by the educational institution members of the consortium, for learning accomplished through work which is consonant with national guidelines.

Evaluation: The program will have both internal evaluation done by the community liaison committee and external evaluation done by an evaluator chosen by ACTION.

Overlay Model

Purpose: To overlay an educational benefit/academic credit program on a local service-oriented youth jobs program.

Need: To test whether or not the Community Service Fellowship program could aid and expand or improve existing volunteer-type programs.

Objectives: To develop a composite model which would increase and improve the benefits of both of these ACTION service-learning projects and reduce the cost of the programs to ACTION, while creating a highly flexible model offering participants the most possible latitude in the use of educational benefits.

Program Administration: The Program for Local Service would be the administrative agency for this program, which might be operated through an ACTION regional office with technical assistance from the Washington, D.C. headquarters of ACTION. Educational benefits will be disbursed by a local bank acting as fiscal agent. Any human service agency/group/project would be eligible to receive participants.

Program Plan: The target group would be the same as that for the Program for Local Service. Participants would receive the same orientation, job placement, and maintenance allowance as other PLS participants, but would receive counseling on obtaining academic credit and accrue education benefits at the rate of $150 per month as well. There are a number of options for choosing among the PLS participants those who will receive educational benefits. These include: (1) an application process where those most likely to benefit from some form of postsecondary education will be chosen, and (2) a base level of $50 per month per participant and a stipulation that participants who put $50 per month of their maintenance into the educational benefit fund will have that amount matched by ACTION.

Evaluation: There will be internal and external evaluation designed to be compatible with the PLS program.

Manpower Model

Purpose: To create a cooperative federal-state service/learning program to get jobs for the unemployed and better their subsequent employment prospects through skills learned on the job and training received at an educational institution.

Need: One of the major obstacles to employment is lack of training. This program would provide on-the-job and classroom training for the unemployed and help community agencies/groups/projects meet community needs by providing additional staff.

Objectives: To make employment available to people which, combined with training, allows them to be more employable. To enable persons who have performed a needed community service to get academic credit for learning accomplished through work and provide them with education benefits on completion of their service. To economize in doing this by cooperating with other programs.

Program Administration: The administrative agent would be a prime sponsor chosen by the state. This agent, with help from federal ACTION, would be responsible for providing "cooperative linkages" with state departments of labor and education and the regional or local ACTION office. The initial agreement between federal ACTION and the state would call for joint funding of the program. Nonprofit private and governmental agencies would be eligible to employ participants. The target group would be the unemployed but not necessarily those most difficult to employ.

Program Plan: Sixty unemployed persons would be located by the state manpower authority. They would spend 15-20 hours a week in training (part of which would be provided by the employer and part of which would be provided by a community college). The rest of the 40-hour week would be spent on the job. Participants would receive a maintenance allowance for hours worked, pegged at the minimum wage, from the state agency and would accrue education benefits at the rate of $150 per month to be paid by ACTION.

Evaluation: Internal and external evaluation would be done by those persons/agencies deemed appropriate by the program.

APPENDIX D: Variables for Eight Models with Discussion

Explanation of Variables Chart

Approach Used in the Variables Chart

There were a number of major constants which existed for all models and which are not recorded on the Variables Chart. These included such areas as: (1) The agency to receive services from the CSFers. With only one minor exception, all of the discussion and model development dealt with service to public or privae nonprofit agencies. (2) Evaluation would be part of every model. (3) A consortium of sponsors and participating institutions would be used with all models to obtain the widest possible involvement in the operation of models. (4) All models would combine service with learning. Almost without exception, service is the first priority, with learning and work changing in priority according to the model.

First Variable—Target Groups

In most models the age range was within the ages from 16 to 26. In most models the first priority target group was indiviuals who had dropped out of the educational system or wanted to stop out in their latter high school years, or were community college or first-year university stopouts or dropouts. Very close to this last group were the unemployed youth.

All models would accommodate older age groups, and one or two models had this age group as an equal focus. Some of the models would serve as an equal focus. Some of the models would serve the general needs of our society while other models were designed for focus on particular problems such as unemployed youth.

Second Variable—Number of Participants Per Program

Minimum size program—25
Second size program—50
Third size program—100 to 200
Fourth size program—1000 or more

Most of the models recommend 25 to 200 participants per program. The rationale behind these numbers of participants was that 25 was the smallest administratively convenient and economical number based upon having 25 participants per cordinator. In most discussions, the number of participants was considered in multiples of 25. A second factor in this decision concerned the question of how many participants would make a model test valid on a research and evaluation basis.

The larger numbers were based upon the minimum number of participants who would make a significant impact on problems such as unemployment of youth or the size of a federal or state program which might be based on the percentage of population which might be interested in service with such a program.

Third Variable—Cost Per Participant

Minimum—$200 per month per participant
Maximum—$400 per month per participant

The cost per participant is made up basically of the sum of the educational benefits, maintenance and administrative costs for a program. $200 per participant per month was based upon educational benefits at low-cost public community colleges and survival or out-of-pocket money for maintenance. The maximum of $400 was based upon ACTION's similar program benefits, such as those in VISTA, Program for Local Service (PLS), and Youth Challenge.

However, there was considerable strong discussion as to whether or not it was practical to have a minimum less than $200 or a maximum more than $400 per participant. It seemed that any benefit higher than $400 per month would begin to approximate the level of pay for full-time employment and, therefore, could not be justified as a service-learning program.

Fourth Variable—Educational Benefits

Minimum—$75 per month per participant
Maximum—$200 per month per participant

Major Variables for the Eight Models

Models	Target Groups	No. of Participants	Total Dollars	Cost Per Month Per Participant: Educational Benefits	Cost Per Month Per Participant: Maintenance Benefits	Cost Per Month Per Participant: Administrative Costs	Source of Funds	Administrative Agent	Adm. of Edl. Benefit Pmt.	Service Time	Academic Credit
Education	High School and Community College Students Stopouts	150	$257	$75 to 200	$50 to 175	$25	State	Local Community	National Bank	6 mo. to 12 mo.	50%
Manpower	Unemployed Youth	500	550	100	400	50	State and Local Mpr.	Local Prime Sponsor	State Manpower	12 mo.	10%
Overlay	Same as Overlaid Group	Same as Overlaid Group	150	150	0 Paid by Overlay Grp.	10	ACTION or Another Fed. Agency	Same as Overlaid Group	National Bank	Same as Overlaid Group	10%
Occupational Youth Group	Occupational Youth Club Member	50	160	100	50	10	State Fed. T.A.	State Occup. Youth Office	State Bank	12 mo. PT	50%
Incentive Grants	State Needs	25					State with Fed. T.A.	State	State		
Student Aid	High School, Com. College & University Students	Individual Arrangement	525	150	350	25	Federal and State Student Aid	LEA	Local Bank or Local Ed. Assn.	3 mo. 12 mo.	50%
Participant	Any Age Youth Private or Public Service	100	350	150	300	0 Volunteer	Federal, State or Local	Local Volunteer Agency or C. Group	Local Bank	1 to 36 mo. PT or FT	25%
Community	Idle Youth	25% of Idle Youth	175	75	100	0	Private Donation Foundation or Individual	Any Community Group	Local Bank	FT	

The average cost of attendance at a community college is $75 per month. This determined the minimum monthly educational benefit. The maximum benefit of $200 per month was based upon the cost of attending a public university. In the event that the participant might want to go to a private college, he might have the opportunity to use up his benefits at a faster rate than they had been earned.

Fifth Variable—Maintenance

Minimum—$50 per month per participant
Maximum—$225 per month per participant

It was felt that all participants should be reimbursed for out-of-pocket expenses at the very least, and if the participant was living at home a minimum amount of maintenance would be needed for survival. These two factors determined the minimum of $50 per month per participant and the maximum of $225 per month per participant.

There were three basic ranges:

1. $50 would take care of out-of-pocket expenses if participants lived at home.
2. $225 would allow participants to maintain themselves even though they were not living at home and is also consonant with the minimum maintenance used in other state and federal programs.
3. $400 would be based upon a minimum wage such as used in manpower-type programs.

A sliding scale was developed to display the relationship between educational benefits and minimum/maximum maintenance allowances.

Proposed Sliding Scale

Maintenance	Educational Benefits
250	250
200	200
150 150	150
100	100
75	75
50	50

Sixth Variable—Administrative Costs

Minimum—$10 per month per participant
Maximum—$50 per month per participant

The overriding principle here was that 10 percent of the budget was allocated for administration. The lower cost of $10 assumed that the sponsoring or financing agency would be providing some administrative services which are not charged to the program, and/or there might be volunteers working in the program. It also assumed a large program. $25 was felt to be the minimum if the program intended to basically reimburse all administrative costs. The $50 per participant per month was based upon providing maximum administrative services which were needed. This might also be an incentive for agencies and groups to become involved in the program.

Seventh Variable—Source of Funds

With one exception, the main source of funds are public. In the early development of the Community Service Fellowship program it was felt that a major source of funds might be federal. This might still be possible in another year or so. However, at this time, the main source of funds is felt to be state monies. Technical assistance funds should be provided at the federal level.

In most models the local funding possibility was considered in combination with other sources of funding and was not considered the primary funding source.

Eighth Variable—Administrative Agent

Some of the administrative agents might be closely related to the funding source and would be chosen for that reason. However, most of the administrative agents in the models are at the local level since services provided by the program would basically be at the local level. In the case of the overlay model or where there were direct relationships with existing programs, the administrative agent would be the same as the one operating the other program.

Ninth Variable—Administration of Educational Benefits Payments

The main consideration here was that any agency which would administer the educational benefits payments must be an agency of long-standing reputation which would be certain to be able to continue to administer the pay-

ment of educational benefits after the CSF program was completed. It was also desirable to have a simple, streamlined system.

Most of the discussion centered around the use of a national bank which might provide this administrative service as a public service. It was felt that in most cases the interest accruing to this fund should be awarded to the participants by means of higher benefit payments.

Several of the models use the administering agency for the program to also administer the educational benefits because there would more likely be interest in and understanding of the program in addition to the administrative experience, capability, and permanence which is needed.

Tenth Variable—Service Time

Minimum—one month
Maximum—thirty-six months

While the range of service time was between one month and 36 months, most consideration was given to the six months to 24 months period of service.

The one-month minimum was actually suggested in the participants model because that model is designed singularly around the participant's interest. The concern here was that the participant might have an opportunity for a trial run, and if he simply was not interested in the program it would be to everyone's benefit to release him without further service. This time frame would also accommodate short-range, small projects which might be designed by participants or needed by community service agencies on a special basis.

Eleventh Variable—Academic Credit

It is important that educational institutions have the right to evaluate and award academic credit for the CSF service based upon their own evaluation. Therefore, present in the models are suggestions for a higher evaluation of credit allowance when the academic institution is the administrative agent. With the growing acceptance of external learning, it seems within reason that many educational institutions would award credit in a minimum of three or four course areas for this type of experience. For one year's service, the range of academic credit suggested is from ten quarter credits to twenty-five quarter credits. Therefore, a participant could earn credits at about half the rate of a full-time student.

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